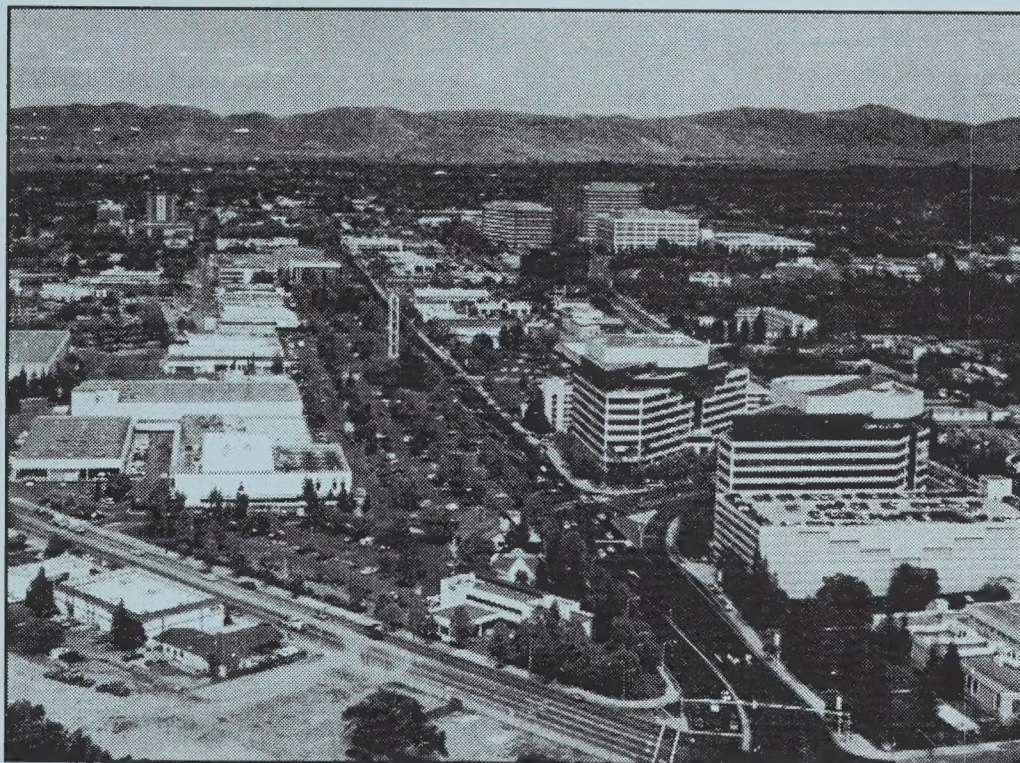


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CENTRAL CONCORD REDEVELOPMENT STRATEGY AND IMPLEMENTATION ACTION PLAN



Prepared for: Concord Redevelopment Agency

Prepared by: Keyser Marston Associates, Inc.

December 2000

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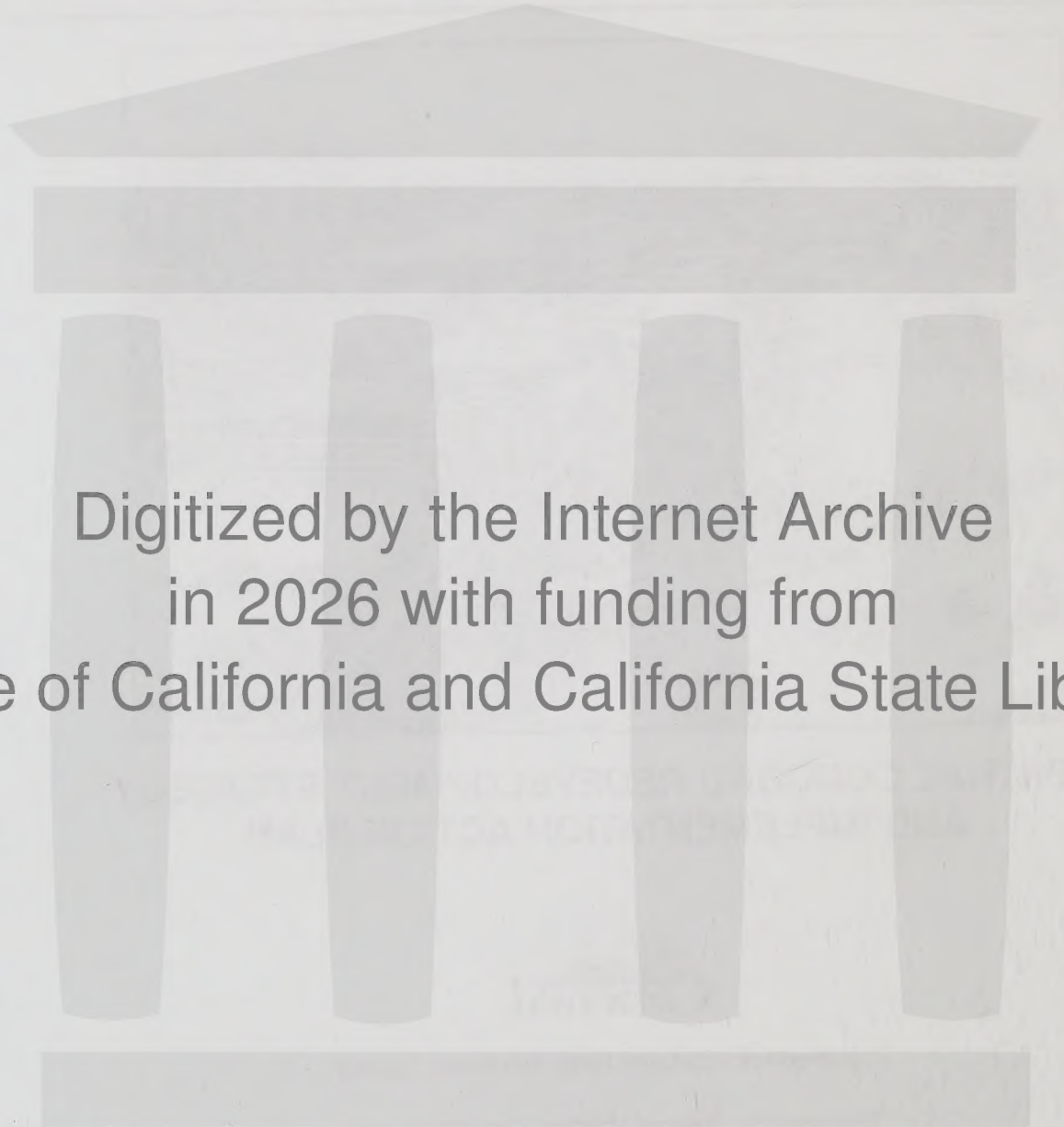
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INTRODUCTION

This report summarizes the results of work on the Central Concord Redevelopment Strategy and Implementation Action Plan. The purpose of the strategy component of the Plan is to set forth a vision, clear goals, and objectives for downtown development. The Strategic Plan draws a logical link between past accomplishments, present conditions, desired future goals and provides a context for making future redevelopment decisions and a focus for activities. The Plan is also a valuable tool for use by the City in communicating goals, and the commitment to achieving those goals, to the larger community. The purpose of the implementation component of the Plan is to provide a guide for implementing these strategies. It identifies catalyst projects, specific actions and timing for carrying out the strategy recommendations.

To assist in this planning effort, the Concord Redevelopment Agency selected Keyser Marston Associates, Inc. (KMA), a firm with respected expertise in redevelopment, real estate economics, and public/private partnerships, as the lead for the consultant team. The team members are Field Paoli Architects, an urban design and planning firm, and MIG (Moore Iacofano Goltsman), who facilitated meetings and are producing and maintaining a web site for the project.

The Planning Process

The key steps in preparing the Central Concord Redevelopment Strategic Plan were: (1) creating a shared

vision between the City and the community, (2) developing alternative concepts and strategies responsive to that vision, and (3) obtaining consensus on a preferred concept(s) and/or strategies that are reality-based. For this process to be successful, extensive public participation was critical. Thus, the City structured a process to maximize opportunities for public input and comments at any time throughout the planning of the project, which included the following efforts:

- Production and maintenance of a web site to continuously update the public on the status of the project and to receive input/comments from the public-at-large
- Formation of a Strategic Planning Team, comprised of representatives from the City/Redevelopment Agency, the Planning Commission, local businesses, residents, and other major stakeholders in the downtown area, to provide an advisory function to the consultant team
- Holding of two public workshops at special joint meetings of the Concord Redevelopment Agency and Planning Commission to receive comment from the public and to provide input to the process
- Conducting study sessions with the Redevelopment Agency Board to provide Agency input

Report Organization

This report is prepared as a summary document providing the context and guidelines for developing specific strategies and actions for implementation. For this reason, the text is primarily narrated in bullet highlights and illustrated with graphics as appropriate. Supportive and/or more detailed information, such as the Workshop Transcriptions and Post-Workshop Comments, are included as separate appendices. The report is generally organized into four sections as follows:

- I. Preferred Vision for Downtown Concord
- II. Market Assessment Summary
- III. Redevelopment Strategies
- IV. Potential Catalyst Projects/Sites
- V. Implementation Approach
- VI. Affordable Housing

Caveats and Limitations

Keyser Marston Associates, Inc. (KMA) has made extensive efforts to confirm the accuracy and timeliness of the information contained in this document. Such information was compiled from a variety of sources deemed to be reliable including state and local government, planning agencies, real estate brokers, and other third parties. Although KMA believes all information in this document is correct, it does not

guarantee the accuracy of such and assumes no responsibility for inaccuracies in the information provided by third parties. Further, no guarantee is made as to the possible effect on development of current or future federal, state, or local legislation including environmental or ecological matters.

The accompanying projections and analyses are based on estimates and assumptions developed using currently available economic data, project specific data and other relevant information. It is the nature of forecasting, however, that some assumptions may not materialize and unanticipated events and circumstances may occur. Such changes may alter the projections and conclusions herein and, if they occur, require review or revision of this document.

I. PREFERRED VISION FOR CENTRAL CONCORD

The preferred vision and guiding principles for redevelopment for Central Concord, as developed and refined through the public meeting process, are:

The Overall Vision

- Central Concord is a premier community to live, work, and do business.
- Central Concord provides an opportunity for in-town living and state-of-the-art business enterprise as well as services and activities for residents of all ages to enjoy.

The Vision for Geographic Areas in Central Concord

The community identified three major districts and an overlay district with different characteristics, opportunities, and vision statements. These are summarized in Exhibit I and in the following statements:

- The *Todos Santos/BART Town Center* should function as a livable, pedestrian-friendly district with strong linkages to the surrounding neighborhoods. Future development would include a mix of retail, office, housing, restaurants, and arts and culture that will enhance the district's historic resources.

- The *In-Town Mixed Use District* is to functionally and visually integrate the mix of uses in the area by strengthening residential, business and retail opportunities.
- The *Campus Business District* is to function as a vital business and high technology center with land area that can accommodate campus office opportunities for high technology and growing businesses.
- The *Retail/Entertainment Overlay District* is intended to accommodate strong concentrations of retail/entertainment uses in the Redevelopment area with different retail options offered, i.e., street oriented to the east (Todos Santos and In Town Districts) and regional serving to the west (westerly portion of Park & Shop, The Willows, box retail, SunValley).

Guiding Strategies of Redevelopment

Key strategies guide the activities of the Redevelopment Agency toward achieving the vision articulated above. These strategies will focus Agency activities on strengthening in-town living and developing state-of-the-art business enterprises.

- Utilize the City's redevelopment powers to redevelop underutilized and undesirable uses at high visibility and strategic locations.

- Continue the City's proactive role in attracting and retaining businesses, reflecting the importance of Central Concord as a regional office, shopping destination, and as an emerging center for high technology enterprise.
- Continue to support Central Concord's strong retail base by encouraging clusters of retail to serve distinctive retail niches, promoting street retail near the Plaza and BART and completing the Auto Center.
- Take advantage of continuing development opportunities as they arise in the redevelopment area to achieve the Redevelopment Agency's vision.
- Play a lead role in providing better pedestrian/bicycle and shuttle connections to mass transit connections with reduced automobile dependence.

II. MARKET ASSESSMENT SUMMARY

The application of the principal Redevelopment strategies to each central area district is based on an assessment of the strength and timing of market demand for specific land uses and on the unique characteristics of each district. This section provides an overview of market forces as they affect Central Concord. The following section relates this market assessment to refine specific strategies for each district.

Central Concord's opportunities will in large part be determined by regional plus local demographics and economic trends. These trends can be summarized as follows:

Demographics

- Contra Costa County has grown rapidly over the last two decades: the County's population increased 22% between 1980 and 1990, from 656,000 to 804,000, and is estimated to add another 17% between 1990 and 2000, bringing the total population to 942,000. By 2020, the population in the County is projected to reach nearly 1.2 million, growing at an average rate of 1.1% per year.
- According to ABAG, growth in the City of Concord was more modest: the population in the City increased 6% between 1980 and 1990, and 4% between 1990 and 2000, at an annual growth rate of about .4%. However, the City's rate of growth is anticipated to increase at a more rapid rate over the next two decades, from a

population of 117,000 in 2000 to 128,000 by 2020, or at .5% per year.

Regional Overview

- The I-680/580 office market, which was seriously impacted by the recessionary early 1990's, has turned around. Demand spillover from the Silicon Valley has exerted tremendous growth pressure on communities such as Dublin, Pleasanton, San Ramon, and, more recently, Livermore, along the southern Highway 680 corridor. Spillover is also occurring in the I-680 corridor from San Francisco. As escalating demand drives up land costs and reduces supply in these communities, growth is shifting northward toward Concord and eastward toward Livermore.
- The retail market along the I-680 corridor expanded rapidly in the 1990's as major retailers positioned themselves to capitalize on the areas' explosive economic growth. At the same time, the nature of retail has diversified from traditional regional shopping centers to "big box" and entertainment/restaurant complexes. There is also renewed interest in street retail in the regional market as evidenced by the resurgence of downtown Walnut Creek and by Pleasant Hill's redevelopment effort. Street retail provides a more intimate and pedestrian-friendly shopping environment than can be found in most

regional malls. The street retail concept, enhanced with the increasing popularity of in-town living, has also generated interest in mixed-use development, such as retail with office and/or residential above. These vertical mixed-use developments, originally exemplified by projects such as Golden Gateway Commons in San Francisco, are now built in suburban locations such as El Cerrito and Redwood City.

- The strength of the Bay Area housing market, which has not been accompanied by a matching increase in supply and fueled by rising income and the new stock-generated wealth, has caused high income households to bid to new highs the price of the existing housing stock. Within the 9-county Bay Area, one response to this housing crisis is an increase in housing density as evidenced by a number of new high-density, multi-family projects.
- While the robust economy continues to increase demand for business-oriented lodgings, the demand has diversified from traditional hotel products, such as a full-service facility, to extended-stay and/or limited service facilities often located near suburban business parks that are specially geared to business travelers.

Local Conditions

- The City of Concord is directly in the path of the region's employment growth and thus is positioned to capture a significant share of future employment

growth in the region. Between 2000 and 2020, the City's share of the new job growth in the County is projected by ABAG to increase to 14%, from 65,500 to 82,960.

- An increasing proportion of the new jobs are expected to be in hi-tech firms, reflecting the migration of the industry northward along the 680 Corridor in search of lower cost land, affordable housing and available sites.
- *Office Market* - Concord has a significant office presence with Class A office inventory estimated at 3.7 million square feet, comprising 14% of the total inventory in the County. In recent years, the eastward and northward migration of companies driven by the local economy and traditional "back office" space is now beginning to be augmented by new internet and telecom startups to the Concord area. This combined demand, with minimal new supply in the 1990's, has resulted in a shortage of office space in the City, and demand is anticipated to outgrow supply for the foreseeable future.
- *Retail Market* - Concord is a major regional retail destination, with more than 3.7 million square feet of retail space located in more than 15 shopping centers. The four largest in the Redevelopment area are SunValley Shopping Center, The Willows Shopping Center, Park & Shop, and the Metro Plaza (also referred to as Terminal Shopping Center). Each of

these centers represents a unique retail niche. The consulting team believes that Park & Shop and Metro Plaza have weak segments that hurt the retail image of Central Concord. Further, retail in the historic Todos Santos area is not as strong as it could be. Therefore, the consultants are suggesting strategies to address these retail issues.

- *Residential Market* - Given the combination of low levels of residential construction, anticipated continued growth in the region, and the still relatively more affordable home prices in Concord, there is clear opportunity for new high density rental and homeownership housing in Concord to meet the area's tremendous housing need. Residential products in the downtown Concord will need to be high density in the range of, say, 50 to 80 units per acre, to create sufficient mass and to be financially feasible.
- *Hotel Market* - In the greater Concord area, demand for limited service/extended stay hotels is extremely strong, with a sample of such facilities reporting an average 87% occupancy and an 8% increase in average room rate in 1999. A sample of full service facilities in the area also appears to be performing well – albeit below the impressive performance of the limited service/extended stay facilities, with reported average occupancy of over 70% for 1999. Thus, there is clear and immediate opportunity for the addition of

new hotel rooms in the Concord area at suitable locations.

III. REDEVELOPMENT STRATEGIES

Based on the results of the public workshops and an assessment of the strength and timing of market demand for specific land uses, the following key strategies are identified for implementing the community's preferred vision for Central Concord's major geographic districts:

Todos Santos Town Center District

This area includes the Plaza and BART and the pedestrian oriented portion of downtown extending from Pacheco Street to the BART station. The district has a strong pedestrian orientation, and a small town flavor provided by historical and cultural assets. This district, along with the In-Town district described below, represents the portion of the redevelopment area that is surrounded by an existing residential community. The connection between the residential neighborhoods and this district will be important in further revitalization efforts. As such, it will be important to develop stronger linkages to residential neighborhoods surrounding the area.

Major themes that inform the strategic development of this district are:

- Creating a mix of uses, including residential, retail, and office, and conserve the historic uses in Central Concord.

- Improving pedestrian connections throughout. Improve the pedestrian environment by creating areas of interest to encourage walking.
- Upgrading the appearance of buildings around Todos Santos Plaza to draw attention to and enhance the benefit of this important community asset.
- Placing priority on strengthening the pedestrian linkage between BART and Todos Santos Plaza. Currently buildings block pedestrian paths and there are many underutilized properties on Grant Street

In-Town Mixed-Use District

This district incorporates a mix of residential, retail, and office uses. The strategic direction for this district is to create a mixed-use environment by combining retail, residential, and office use in close proximity. This would be accomplished by developing mixed-use residential projects to integrate these uses and by developing the office corridor at the southern end of the district, between Willow Pass Road and Clayton Road.

Major themes that guide the strategic development of this district are:

- Redeveloping of Park & Shop Shopping Center in phased segments instead of as a unified project.

- Integrating the eastern end of the Park & Shop center with the pedestrian fabric of the town center by extending Salvio Street into the center.
- Developing new mixed-use commercial and residential projects along this portion of Salvio Street.
- Continuing office development in the area between Willow Pass Road and Clayton Road.
- Investigating the opportunity for development of a pedestrian plaza at the intersection of Salvio Street and Sutter Street. This would provide a gathering place and could be integrated with other pedestrian improvements. It would also strengthen the linkage between the pedestrian orientation along the portion of Salvio Street in the Todos Santos Town Center and the portion of Salvio Street in Park & Shop.

Campus Business District

This district includes the area located in the triangle formed by Interstate-680 to the west, Highway 4 to the north, and State Route 242 to the east. The existing uses in this district are mixed-use campus business and industrial uses of mixed heights and density. There is a wide mix of uses in this district including Class A and Class B offices, retail centers, and a hotel. The Strategic direction for this district is to clearly define a campus office environment in this location. There is also an opportunity to convert existing flex space in the Commerce Avenue district to high-technology office space.

A major impediment to future business development in this district is the access constraint imposed by Walnut Creek and Pine Creek. These creeks force all east-west traffic to utilize Concord Avenue or Willow Pass Road. This issue can be addressed by construction of two bridges: an extension of Commerce Avenue to Willow Pass Road across Pine Creek and an extension of Galaxy Way across Walnut Creek.

Major themes that guide the strategic development of this district are:

- Focusing redevelopment efforts on underutilized properties in this district that could have significant value if converted to campus office use.
- Adding and improving alternative forms of transportation to link the campus district to the Transit Town Center area.
- Improving vehicular circulation throughout this district. In particular, examine the potential of bridging Walnut Creek and Pine Creek at key locations.

Retail/Entertainment Overlay District

This district overlays the above districts and focuses on strengthening and integrating the major concentration of retail/entertainment uses in the Redevelopment Area. The strategic approach to this district is to strengthen the three retail centers in the Redevelopment Project Area:

(1) SunValley/Willows, (2) Park & Shop, and (3) Downtown Specialty Retail and Dining.

The emphasis of strengthening each retail center is to define and enhance clear retail niches for each. The SunValley/Willows retail center is focused on regional shopping while the Downtown Entertainment and Dining center would be focused on entertainment, restaurants, and street-oriented retail. Park & Shop's emphasis would be on a combination of local serving and regional retail uses.

The following themes guide the strategic development of this district:

- Developing linkages between the Willows Shopping Center and SunValley Mall through pedestrian connections and shuttle services.
- Strengthening regional retail uses on the west-end of Park & Shop so as to allow the mixed-use residential/retail concept to develop on Park & Shop's east side as described in the In-Town Mixed Use district.
- Strengthening street retail, entertainment, and cultural uses in the Todos Santos Town Center District.

Development Strategies

Development strategies are proposed for each land use and district. Key strategies included in the plan are summarized below:

Office

Applicable Districts: Todos Santos Town Center, In-Town Mixed Use, Campus Business District

Objective: Establish and enhance Central Concord as a significant office submarket in the region.

Strategies: Identify developable office sites that appeal to both campus office users and mid-rise office users. In the near term, the Town Center will provide the most attractive office location due to its superior BART location.

Residential

Applicable Districts: Todos Santos Town Center, In-Town Mixed Use

Objective: Develop high density residential within a 20-minute walk of BART.

Strategies: Introduce and concentrate large-scale high-density residential development along the periphery of the Town Center and In-Town Mixed-Use District. Consider integrating residential uses into mixed-use projects with street level

retail at the ground level, to add interest and vitality.

Retail

Applicable Districts: Retail overlay district

Objective: Promote and reinforce a different shopping identity for each retail node: SunValley as traditional regional center, the Willows as lifestyle center (with major brand, destination, large format tenants), the west end of Park & Shop as a value retail center, Metro Plaza as a local convenience center, and retail located within the walking vicinity of Todos Santos Plaza as a concentration of street retail.

Strategies: Park & Shop: Establish the western portion as a regional value retail center. Reconfigure the eastern portion of the center as a mixed-use district with street level retail and residential above, in a landscaped, pedestrian inviting setting.

Metro Plaza: Consolidate the convenience-serving retail at the northwestern end of the center; develop the eastern portion of the existing center into a high-density residential development.

Todos Santos Plaza

Street Retail: Promote street retail in the vicinity of Todos Santos Plaza as the relocation alternative to retail displaced from the weak portions of Park & Shop and Metro Plaza.

Hotel

Applicable Districts: Todos Santos Town Center, In-Town Mixed Use

Strategy: Identify freeway and non-freeway sites for development of a range of hotel products to meet continued growth demand expectations.

Public Access to and Within Central Concord

Additional strategies have the objective of improving access to and within Central Concord and the objective of improving the pedestrian environment in the Todos Santos District and In-Town Mixed Use District. Access from neighboring communities is strengthened through trail systems, pedestrian paths, and bicycle paths. Pedestrian paths within the Town Center and the In-Town Mixed Use District can also serve to highlight existing historical resources of the City. Particular streets in the Town Center, such as Salvio Street and Grant Street, can also be established as pedestrian-oriented pathways linking surrounding neighborhoods to street retail and other pedestrian amenities such as parks and plazas.

Access within Central Concord as a whole is enhanced by developing better east-west connections facilitating automobile, pedestrian, and bicycle use. Access can also be improved through establishing transit connections between major nodes of activity.

Applicable Districts: Todos Santos Town Center, In-Town Mixed Use

Strategies: Tie these districts closer to their surrounding neighborhoods through pedestrian and bicycle linkages.

Integrate Central Concord into the citywide trail and bicycle system.

Integrate the east-end of the In-Town Mixed Use District with the Todos Santos Town Center through extending pedestrian-oriented street connections.

Develop east-west linkages for automobiles, pedestrians, and bicyclists.

Explore the development of transit alternatives to linking the three Central Area districts.

Develop ample parking resources in the pedestrian-oriented Todos Santos Town Center District.

Open Space and Historic Resources

The preservation and enhancement of open space and historic resources is an important component of creating a pedestrian friendly environment and maximizing Concord's cultural assets. Strategies to accomplish this objective are summarized below.

Applicable Districts: Todos Santos Town Center, In-Town Mixed Use

Strategies: In conjunction with the westward extension of Salvio Street, create a park/plaza near the historic Adobe building that will serve as a focal point for the community.

Create a historic pedestrian walk to link Concord's historic resources.

IV. POTENTIAL CATALYST PROJECTS/SITES

The successful implementation of catalyst projects is key to achieving the vision guiding the Strategic Plan. Thirteen catalyst projects are identified. These projects/sites represent key opportunities for the implementation of the strategies. The development of these sites should be considered an Agency priority in combination with other projects identified by the market place that forward the Agency's overall vision. The catalyst projects/sites are identified based on the following criteria:

- Market timing - readiness of site for development, timing of market demand.
- Suitability of location - ability to meet potential user requirements, such as access, visibility, proximity to like and/or supportive uses, proximity to key activity nodes (for example BART or Todos Santos Plaza).
- Site suitability - adequacy of site size for proposed use, site configuration, street frontage.
- Ease of site assemblage - number of parcels, property ownership, existing uses, owners' interest in redevelopment. These are sites that could be developed fairly quickly and which would accelerate the Agency's implementation plan.

- Difficulty of assemblage - small parcel sizes, multiple ownerships, extensive relocation needs, off-market timing. These are sites in strategic locations that could not be assembled by the private market.
- Impact on surrounding uses - compatibility with surrounding uses, spin-off or catalyst potential.
- Impact of the project on the Agency's financial capacity.

Based on the above evaluation criteria, seven current projects and six potential sites are identified. Current projects/sites are defined as those for which development plans have been submitted or are in discussion with the City/Agency. For the purpose of this analysis, potential sites are generally grouped as near term (within the next 5-6 years) and longer term (6 or more years). Near term sites are defined as those that are suitable for the use, with single or a limited number of ownerships, timed to the market, and/or are already in development planning but without any formal submission. Longer-term sites are anticipated to require a longer time frame for implementation due to more complex assemblage. These sites are shown on the Exhibit II and described briefly below.

The thirteen catalyst project sites incorporate 83 acres of redevelopment area. If successfully developed they will create

2.1 million square feet of office space, 283 hotel rooms, 1,900 residential units, 187,000 square feet of retail space, and a 222,000 square foot joint university and library.

Current Projects/Sites

1. *Two Concord Center (.5 acre).* In the Todos Santos Town Center District, contiguous to the existing One Concord Center on Clayton Road and directly across from the Concord BART Station, Two Concord Center is anticipated, based on preliminary discussions, to be an office project of approximately 350,000 square feet on 9 levels, with 32,200 square feet per level. The project is contemplated to have two levels of below grade parking, attached to Phase I at the first level, with 5 levels of above grade parking. An estimated 16,000 square feet of retail or restaurant space is also being contemplated along the Grant Street exposure. Given the strategic location of this project as a linkage connecting the BART station to the core area of downtown, it is critical that the street-retail is properly designed and tenanted to successfully attract pedestrian traffic down Grant Street to the downtown area. A new owner/developer is beginning design and development of this building.
2. *Metroplex Office Center (4.59 acres).* Sierra Pacific Properties has proposed development of two 10-story Class A office towers, totaling 400,000 square feet. The office complex would be developed in two phases, with a combination of surface and decked parking in central Concord's Campus Business District. Located at the northeast corner of Willow Pass Road, the development of two office towers could contribute significantly to the City's position as a premier business destination. Furthermore, with the planned extension of Commerce Way, this project would serve as the gateway to the Enea Circle complex and the office clusters to the north of Willow Pass Road and to other potential sites made accessible by the road extension. The project, which has received a use permit extension from the City, is considered to be important to the development of the western end of Willow Pass Road.
3. *Legacy Apartments (4.53 acres).* This site is located in the Todos Santos Town Center District. It consists of two city blocks bounded by Galindo Street, Ashbury Drive, and Amador Avenue, between Laguna Street and Clayton Road. As currently proposed, the project would be developed as an upper-end residential development with approximately 259 units, located in two four-story buildings that surround two 5-level parking structures with a total of 537 parking spaces. Located in the core of downtown, this project is representative of the type and quality of residential development to increase the population and the level of activities in this district. The City/Agency is currently in negotiation with Legacy regarding the development.
4. *John F. Kennedy University (JFK) Campus.* The Redevelopment Agency has entered into a Disposition and Development Agreement with JFK to develop a 160,000 square foot central campus across from the Downtown

Concord BART station on Mt. Diablo Street in the Todos Santos Town Center District. JFK's intent is to consolidate its Orinda and Walnut Creek campuses by incorporating its School of Management, School of Law, School of Liberal Arts, and Graduate Schools of Professional Psychology and Holistic Studies at the Concord location. The campus will provide an important resource to downtown businesses as well as provide a strong source of demand for downtown retail and restaurant outlets from its estimated 2,500 students. Thus, JFK will add substantially to both the image and the level of activities in the downtown.

5a. *RFQ Site A, also known as Lehmers' Site (4.97 acres).*

Located in the Todos Santos Town Center District, this site is within walking distance to the BART Station, Todos Santos Plaza, and the retail/entertainment uses nearby. It also has an address on Willow Pass Road, where a large number of mid- to high-rise office buildings are currently concentrated. Given this strategic location, the primary use desired by the Agency and permitted by zoning is an office complex of not less than 400,000 square feet with street-level retail/entertainment. The retail/entertainment component would be located on the northeast corner of the property to complement the theater and to activate the adjacent streets. The project would increase the daytime population in the core to support existing uses and would enhance downtown Concord as a premier office address in the region. Alternatively, this site could be developed as a high-density residential site and still meet the Agency's strategic objectives.

5b. *RFQ Site B, also known as Masonic Temple Site (3.09 acres).* Located across the street from RFQ Site A in the Todos Santos Town Center District, this site includes the historic Masonic Temple. The primary use envisioned by the Agency for this site is a mid-to upper-end extended stay or limited service hotel of not less than 165 rooms, with ground floor retail. The development would incorporate the two-story Masonic Temple building as a signature bar/restaurant or other suitable use. The goal is to create a building that reinforces the triangular intersection of Concord Avenue and Clayton Road as a major entry point into downtown and to provide a facility to complement the business uses in the district.

6. *Metro Plaza East/Baldacci (9.9 acres).* Located in the Todos Santos Town Center District, on Clayton Road, a short walking distance from the BART Station, this primarily vacant site is situated in a transitional zone: to its west is the Metro Plaza and the office/commercial core of downtown, to its east is a community of low density homes and apartments. Thus, the site is ideally suited for residential use. The property could be developed either as high-density single family homes or more densely, as a combination of single family and townhomes.

7. *Pine Street Site (2.0 acres).* This parcel is strategically located in the In-Town Mixed Use District. It is situated at a gateway location at the critical junction of Hwy 242 and several major arterials – Market Street, Clayton Road and Willow Pass Road. Thus, it is a highly visible “entry” point

into downtown Concord. Currently, the site is developed mostly with marginal uses, including a gas station. There is strong interest in developing 115-room hotel on the site. This proposal would meet the objective of the Strategic Plan. The project would retain the gas station, but would require the closure of Pine Street for hotel parking.

Potential Catalyst Sites – Near Term

8. *Metro Plaza West (9.3 acres)*. Located in the Todos Santos Town Center District, directly across Clayton Road from the BART Station, this neighborhood shopping center is anchored by a Long's Drugstore and in-line uses consisting of a mix of local businesses and fast-food restaurants. Built in 1968 and last renovated in 1987, the center should be updated, modernized and repositioned to enhance its strategic location relative to the BART Station. The proposal for the center is to retain the Long's Drugstore and redevelop the remaining retail to high-density residential use. The higher densities on this site will provide a transition between the downtown core and the lower density residential uses to the east.
9. *BART Site (5.5 acres)*. This site is currently utilized as BART's surface parking lot located to the north of the station. It could be made available for redevelopment by relocating this parking to a new parking structure developed at the station. Given its location in the Todos Santos Town Center District, its close proximity to BART and to the core retail/entertainment area in the downtown, this site is ideal for the development of high density

residential, totaling approximately 400 units, with an estimated 15,000 square feet of ground floor retail and/or professional offices. In addition, BART has expressed strong interest in developing a station area plan, inclusive of this parcel, and has agreed to work with the City on identifying the appropriate development for the site.

10. *Park & Shop East Sites (6.4 acres total)*. Similar to the Metro Plaza, the Park & Shop Center is dated and, especially at the eastern end, physically and functionally obsolete compared to contemporary retail standards. The strategy is to consolidate and reconfigure the eastern portion of the center and a site directly across Salvio Street to the north. Both these sites are located in the In-town Mixed Use District. As such the development plan introduces mixed uses, such as residential with street-level retail, to create a pedestrian retail link between the center and the Todos Santos Plaza and the Brenden Theater Complex to the northeast and between the residential neighborhood of California Hill to the northwest. In total, the two sites could include approximately 400 residential units and 55,000 square feet of ground floor commercial uses.

Potential Catalyst Sites – Longer Term

11. *South Todos Santos Plaza Blocks (5.5 acres)*. This site is located in the Todos Town Center District and encompasses three City blocks between Diablo and East Streets and Concord Avenue and Willow Pass Road. These three blocks, which are currently underutilized, are

between Todos Santos Plaza and the BART station and therefore provide development opportunities for uses that can benefit from both locations. By gaining control of the three sites, the City/Agency will be better able to attract residential and/or office development interest as there is sufficient critical mass for a project to create a major destination at this location and sufficient synergy with the surrounding uses to revitalize the downtown core. The goal is to redevelop these key blocks with a mix of high-density residential and street retail uses to intensify pedestrian activity and interest in this area during both daytime and in the evening. New residents will provide additional support for the retail and restaurant uses around the Plaza as well as the Brenden Theater nearby.

12. *Cement Plant Site (14.3 acres)*. Located in the Campus Business District across Pine Creek and north of Waterworld, this large site is currently occupied by a gravel operation, a trucking company and RV storage. The desire of the City is to relocate these uses and make the site accessible for the development of new office space that would be linked with the existing office clusters south of Waterworld, the Enea office complex and the planned Metroplex office development, once the Commerce Avenue extension is completed.

13. *Public Storage Site and Vicinity (12.3 acres)*. Located in the Campus Business District across Concord Avenue from the well-established Stanwell Business Park, this site is sufficiently large to support the development of a

campus office park. It would serve as an expansion area for high tech users similar to those in the Stanwell Business Park, which is approaching build out. The hope is that, by introducing a major campus park on the south side of Concord Avenue, it would encourage the intensification of currently under-utilized parcels in this District for additional campus office park uses.

Capital Improvement Program

Capital improvement programs would implement the strategies related to access, open space, and historic resources. Capital improvements are included in a near-term and long-term improvement program to correspond to the near-term and long-term catalyst sites. These improvements are depicted in Exhibits III and IV.

Near Term Capital Improvements

Near term capital improvements include improvements that are largely funded in the City of Concord's Capital Improvement Program. These include the following.

- *Bridge across Pine Creek linking Commerce Avenue to Waterworld Parkway*. This project would be developed in conjunction both with the Metroplex office project adjacent to 242 to facilitate traffic circulation in the Campus Business District.
- *Concord Avenue Parking Structure*. This project will provide 420 parking spaces in the Todos Santos Town

Center district. This project is under design and is anticipated to be completed by October 2001.

- Extension of Salvio Street east to Sutter, extension of Sutter to Willow Pass Road, the realignment of Mira Vista, and the building of a small Plaza at the Adobe. These projects will serve to tie the west end of Park & Shop and California Hill to the Todos Santos Town Center. These projects are integral to the development of the Park & Shop East project. The site area of the proposed park is 53,000 square feet, or 1.3 acres.
- *Trail Improvements* - A map showing the location of recommended trail improvements that would link neighborhoods to nearby business districts and link Central Concord to the City-wide trail system is presented in Exhibit IV. A final Master Trail Plan incorporating these trails is being developed by the City and will be completed spring 2001.

Long Term Capital Improvements

Two capital improvements that could be undertaken by the Redevelopment Agency over the long term given the availability of funding are related to improving east-west access within Central Concord.

- *Galaxy Way Bridge across Walnut Creek connecting to Galaxy Way or Burnett Avenue:* This improvement enhances traffic circulation in the Campus Business

District and will make the district a more attractive business location.

- *Pedestrian/bicycle underpass under State Highway 242:* This improvement completes east-west access within the Central Business District by providing a linkage under State Highway 242 for pedestrians and bicycles.

V. IMPLEMENTATION APPROACH

There are already in place in Central Concord key elements and capital improvements that contribute to the Preferred Vision. Examples include: high quality streetscape improvements, the upgrade of Todos Santos Plaza, façade improvements, the presence of the Theatre and an unusually strong collection of historic buildings, plus a strong street infrastructure system which is linked to a downtown BART station and incorporates the BART streetscape program. Also, in current planning is a major new parking structure. The approach to implement the preferred vision is to add selectively to further capital improvements but to focus primarily on supporting or initiating the identified catalyst projects.

Phasing Considerations

In proceeding with these catalyst projects and capital improvements described in the previous section, the Redevelopment Agency should initially focus on those projects that will further the goals of the vision, respond to the market, and increase the Agency's financial capacity to undertake further projects. Other important considerations are the Concord Redevelopment Agency's time limits for incurring debt, eminent domain, and time limit on redevelopment activities. These time limits were established in 1993 when the State of California adopted Assembly Bill 1290, the Community Redevelopment Law Reform Act.

• Time Limit on Incurring Indebtedness

This time limit relates to all redevelopment agency activities excluding activities related to low and moderate income housing. AB1290 added Section 33333.6 to the Health and Safety Code which sets an outside deadline on incurring debt that can be no later than the latter of January 1, 2004 or twenty years following adoption of a plan. This time limit relates both to new bonded indebtedness and to any ongoing funding commitments made to private developers. For example, a Disposition and Development Agreement that incorporated a tax increment rebate as a mechanism to provide financial assistance to a project would be considered to incur debt to the Agency. After January 1, 2004 this method of financing project assistance will not be available to the Concord Redevelopment Agency.

• Time Limit on Plan Activities

Concord's Redevelopment Plan was enacted in 1974 and amended in 1976 and 1979. The initial Redevelopment Area called Central Concord (Parcel I) includes the area within the current Redevelopment Agency boundary west of 242. The 1976 amendment incorporated a few parcels on Willow Pass Road (Parcel II) and most of the Campus Business District called West Concord (Parcel III). The 1979 amendment incorporated the area around Commerce Avenue (Parcel IV). The time limits on Concord's Redevelopment's activities under AB 1290 will vary for each separate land area amendment

and are: Central Concord, 2014; West Concord, 2016; and Commerce, 2019.

• **Time Limit on Eminent Domain**

The Concord's Redevelopment Agency's time limit on the use of eminent domain powers extend through 2010 for the entire redevelopment area.

• **Time Limit on Receipt of Tax Increment**

The Concord's Redevelopment Agency's time limit on receiving tax increment is 2025 for the entire redevelopment area.

Of the above limitations, the time limit on incurring debt most significantly restricts the Agency's ability to assist new project development. Any financial assistance to projects after January 1, 2004 will need to be made in a manner that does not incur any debt on the part of the Agency. This can be accomplished by structuring financing assistance as an up-front financial contribution to the project instead of a long-term rebate of tax increment generated by the project. This approach requires that project assistance must be made from the Agency's existing financial resources. In order to preserve the most flexibility in assisting projects, the Redevelopment Agency should carefully examine its ability to amend this time limit.

Project Phasing Plan

The consultants have incorporated a consideration of these time limits in developing the following project phasing plan:

Phase I Projects - Prior to 2004

- Two Concord Center
- Metroplex Office Center
- Legacy high density residential
- JFK University
- Lehmer's RFQ sites for office and either hotel or high density residential (complete Auto Center)
- Metro Plaza East residential
- Pine Street entry site for hotel

Phase I Capital Improvements

- Concord Avenue Parking Structure
- Bridge across Pine Creek connecting Commerce Avenue to Waterworld Parkway

As these current sites move into construction, it is recommended that the Agency's focus move to the following catalyst projects and selective capital improvements:

Phase II Projects - potentially to be completed prior to 2004

- BART site
- Metro Plaza West
- Park & Shop East

Phase II Capital Improvements

- Extension of Salvio Street east to Sutter, extension of Sutter to Willow Pass Road, the realignment of Mira Vista, and the building of a small Plaza at the Adobe.

In its remaining years, the Agency could then turn its focus to the following catalyst projects and capital improvements:

Phase III Projects - post 2004 and based on available funding

- Two campus office/mixed use projects adjacent to 242 and Stanwell Business Park
- Three city blocks south of Todos Santos between Mt. Diablo and East Street

Phase III Capital Improvements - post 2004 and based on available funding

- Galaxy Way Bridge across Walnut Creek connecting to Galaxy Way or Burnett Avenue
- Pedestrian/bicycle underpass under State Highway 242

Redevelopment Agency Powers

It will be necessary to utilize Redevelopment Agency powers and funding to initiate the majority of catalyst projects and capital improvements. Background information about the powers of redevelopment agencies is available through the California Redevelopment Association. A Citizen's Guide to Redevelopment is published on this organization's web site

www.ca-redevelopment.org. A brief overview of these powers is provided below:

Redevelopment Agencies are local agencies charged with carrying out state law. They do not have independent authority to regulate for the health, safety and public welfare. Rather, their powers derive from the provisions of the Community Redevelopment Law in the State Constitution.

Redevelopment activities are defined in the Community Redevelopment Law as "the planning, development, replanning, redesign, clearance, reconstruction, or rehabilitation" of all or part of the Redevelopment Project Area. Redevelopment can include the alteration, improvement, or rehabilitation of existing structures in a project area.

Redevelopment Agencies can also provide for open-space, infrastructure, and public improvements such as streets, public parking facilities, lighting, parks, and recreation areas.

Redevelopment Agencies are given specific powers related to land acquisition and finance to accomplish redevelopment activities. These powers are summarized below:

- The ability to buy private property for resale to another private person or organization for the purpose of assembling a developable site.

One of the principal obstacles to private redevelopment of blighted and underutilized sites is small parcelization, diverse land ownership, and the presence of obsolete or deteriorated improvements on

property. When key tracts of older, blighted properties are owned by several property owners, it is often difficult and costly for a private developer to successfully assemble property for a new development. Redevelopment Agencies were formed to facilitate this process through use of its powers of acquiring property from private owners, relocating existing tenants, clearing property, and assembling larger sites for resale. Many redevelopment agencies have the power of eminent domain that can be used as an important tool to assemble sites in this fashion.

- The ability to provide land write-downs for property resale.

One of the principal functions of redevelopment agencies is to assemble underutilized, "blighted" land for redevelopment and offer it to a developer at a value at which it can be economically redeveloped. To accomplish this it is usually necessary for redevelopment agencies to convey the property it has acquired for less than the cost of acquisition if there is a gap between the cost of developing a project and its value.

Development cost is a combination of the cost of land and the construction cost of the project. In redevelopment projects it is typical that costs of acquiring land will exceed the value of the land in a new development. Land costs are often high because

land acquisition can involve the purchase of improved properties and the purchase of several small parcels for a larger land assembly, which often carry an acquisition premium. Similarly, construction costs in redevelopment projects can be increased if the Redevelopment Agency requires higher quality design and materials. This is quite common when a redevelopment agency wishes to enhance the overall image of an area and its sense of place.

Project value is a function of the capitalized net operating revenue from a project. Net operating revenue is based on gross project revenues less operating expenses. The capitalization rate used to estimate value is derived in the marketplace as a result of numerous transactions.

The difference between development cost of the project and the value of the improved property is the economic gap the redevelopment agency fills through a land write-down. This value is defined, as noted above, as a function of the development costs of the project and the anticipated revenues the project will generate. A land write-down is often provided through a rebate of property tax increment generated by the project.

- The power to collect property tax "increment" in order to finance the redevelopment program of the community.

The primary source of funds available to redevelopment agencies to accomplish redevelopment activities is tax increment revenue. Tax increment revenue represents the increase in property taxes accruing from an increase in property values in the Redevelopment Project Area over the base year value in place at the time of the Project Area's formation. On a project by project basis, the generation of tax increment revenue from new projects facilitated through the redevelopment powers of buying and reselling land can more than offset the initial investment of the land write-down described above. This can be easily seen when low density, deteriorated, or obsolete commercial or residential uses are redeveloped into new higher density residential or commercial projects. Once overall incremental values in a Project Area grow significantly over the base year value, redevelopment agencies can also issue tax increment bonds to finance more extensive property redevelopment and capital improvement programs.

Redevelopment agencies also can use the above powers in combination with marketing, planning, and financing techniques to achieve redevelopment goals and objectives as part of a coordinated planning approach to downtown revitalization and economic development. Some of these approaches are summarized below:

Planning / Design

- Establishes Design Guidelines
- Facilitates Development Approvals
- Coordinates programs and activities with Main Street Program

Building and Streetscape Physical Enhancement

- Administers/Funds Façade Improvement Loans
- Administers/Funds Downtown Streetscape Improvement Program

Markets Concepts/Promotes Downtown

- Retail Attraction
- Image Enhancement

Land Redevelopment

- Assembles Land (May Use Eminent Domain)
- Prepares/Markets Sites for Redevelopment
- Negotiates with Developers
- Prices to Market for Desired Reuse

Infrastructure

- Facilitates Public Parking (Garage) Construction
- Utility Undergrounding
- Landscaping
- Road/Freeway Improvements

Generates Funds for Affordable Housing

Financial Capacity

Catalyst projects and capital improvements need to be financially feasible based on the Agency's financial capacity to use its own resources and other local and non-local resources that may be available. The Agency's budget is updated as a part of this Strategic Plan, and is incorporated into this document by reference. The updated budget reflects the fact that Agency financial capacity is a major factor in the sequence of Agency activities to implement the preferred vision.

Related City Planning Implementation Measures

There are certain planning of other actions that the City/community needs to take in order to achieve the preferred vision. These measures would complement the Redevelopment strategies identified herein. The three most important are:

1. Revise the Downtown Business District zoning ordinance based on the vision and strategy included in this plan. This zoning ordinance revision should reflect the land uses identified in the vision and development strategies. It should also reduce parking requirements for projects situated in close proximity to the BART station given a concurrent program to reduce auto dependence.
2. Negotiate for reasonable protection of airport safety but without jeopardizing the Preferred Vision of Central Concord as expressed in this document.

3. Introduce urban design elements to identify key activity nodes and to enhance the characteristics of the different districts in Central Concord.

VI. Affordable Housing

The Concord Redevelopment Agency places a high priority on improving the supply and quality of low and moderate income housing units. It accomplishes this objective through expending a portion of its annual tax increment revenue on low and moderate income housing improvements through the policy of "setting-aside" 20 percent of tax increment revenues for this purpose. These funds are used to meet the City's need for units affordable to very low, low, and moderate-income households as defined in the Housing Element of the General Plan. They are also used to meet the Agency's Replacement Housing Requirement. Pursuant to Health and Safety Code Section 33413(a), the Redevelopment Agency must replace low and moderate income units demolished as a result of redevelopment activity.

Existing Activity

A strategic direction for the use of Housing funds was established by the Agency Board in 1996. This direction prioritized use of housing funds for the following purposes:

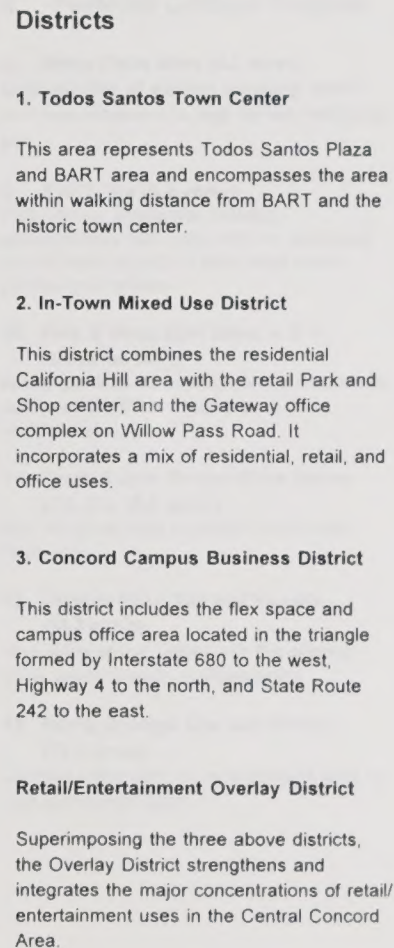
- Rehabilitation of existing housing, both single family and multi-family.
- Acquisition and rehabilitation assistance for existing multi-family housing.
- First time homebuyer assistance.
- Development of infill housing for self-help home ownership opportunities and special needs housing.

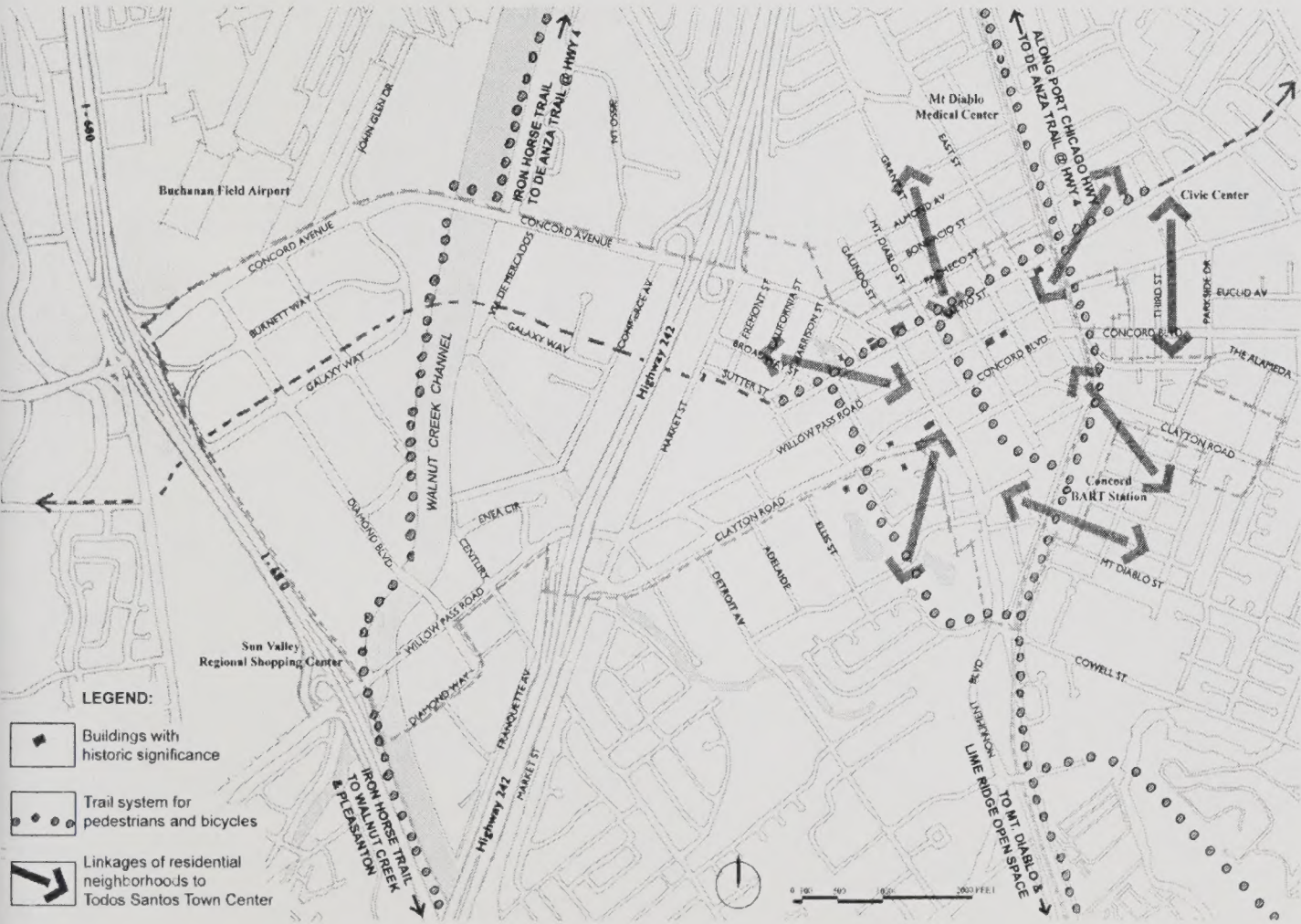
Existing projects and programs have been developed to meet these objectives. These include multi-family rehabilitation and acquisition programs, an owner-occupied single family rehabilitation program, a first-time home buyers assistance program, and assistance to new low and moderate income housing construction projects. Between Fiscal Years 1989-99 and 2007-08, a total of 1,110 low and moderate-income units are projected to be rehabilitated, created, or preserved as affordable housing as a result of the programs. This total includes 972 rehabilitated rental units, 43 rehabilitated owner-occupied units, and 52 newly created units. Forty-four first-time homebuyers are projected to receive silent second loans.

These units will be distributed across income groups based on the housing needs analysis in Concord's General Plan Housing Element. The City of Concord Housing Element identifies a total projected housing need for 2,237 very low, low, and moderate-income housing units. Approximately 35 percent of Concord's identified need is for very low income, 28 percent for low income, and 37 percent for moderate income. The housing fund requirement specifies that tax increment set aside must be spent for the provision of affordable housing, at least in proportion to the community's unmet need for units of this type. Therefore, of the projected 1,110 units, 390 would be provided to very low income, 312 to low income and 409 to moderate income households.

Proposed Future Actions

This Strategic Plan provides a framework for further refining the affordable housing strategy set forth above. The new catalyst projects incorporate approximately 2,000 housing units that could be developed in the Todos Santos Town Center and In-Town Districts. Tax increment generated by these projects will produce income that is targeted to affordable housing development. This funding could be used to set aside a portion of these units for housing affordable to very low, low, and moderate-income households. Tax increment housing “set-aside” funding could also be targeted to upgrade and redevelop residential properties located in neighborhoods on the periphery of the Redevelopment Area. This action would serve to enhance both the neighborhoods and the central district by improving the housing stock, stabilizing residency, and building a momentum for overall residential revitalization, rehabilitation, and new development.





Trails and Neighborhood Linkages

Access from neighboring communities is strengthened through trail systems, pedestrian paths, and bicycle paths. Pedestrian paths within the Town Center and the In-Town Mixed Use District can also serve to highlight existing historical resources of the City. Particular streets in the Town Center, such as Salvio Street and Grant Street, can also be established as pedestrian-oriented pathways linking surrounding neighborhoods to street retail and other pedestrian amenities such as parks and plazas. Access within Central Concord as a whole is enhanced by developing better east-west connections facilitating automobile, pedestrian, and bicycle use. Access can also be improved through establishing transit connections between major nodes of activity.

- Tie districts closer to their surrounding neighborhoods through pedestrian and bicycle linkages.
- Integrate Central Concord into the citywide trail and bicycle system.
- Integrate the east end of the In-Town Mixed Use District with the Todos Santos Town Center through extending pedestrian-oriented street connections.
- Develop east-west linkages for automobiles, pedestrians, and bicyclists.
- Explore the development of transit alternatives to linking the three Central Area districts.
- Develop ample parking resources in the pedestrian-oriented Todos Santos Town Center District.

EXHIBIT IV: TRAILS & NEIGHBORHOOD LINKAGES

U.C. BERKELEY LIBRARIES



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